



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029

OCT 13 2016

John Fitzwater, Acting City Manager
City of Bowie, Maryland
City Manager's Office
15901 Excalibur Road
Bowie, Maryland 20716

Re: Opportunity to Confer and resolve alleged Clean Water Act violations of Bowie's
General Permit for Discharges from Small Municipal Separate Storm Sewer Systems

Dear Mr. Fitzwater:

This letter is in reference to an investigation that the United States Environmental Protection Agency, Region III, (EPA or the Agency) has conducted with regard to the City of Bowie's (the City) implementation of the requirements of its applicable Clean Water Act (CWA) National Pollutant Discharge Elimination System (NPDES) General Permit for Discharges from Small Municipal Separate Storm Sewer Systems (the MS4 General Permit) for the City's municipal separate storm sewer system (MS4) in Bowie, Maryland (the Bowie MS4). EPA's claims are based on an EPA June 9 and 10, 2015 inspection of the Bowie MS4. Based on the information currently available to EPA, EPA believes that the City is in violation of the MS4 General Permit.

CWA Violations Identified by EPA

Section 301 of the CWA, 33 U.S.C. § 1311, prohibits the discharge of any pollutant from a point source to waters of the United States except in compliance with, among other things, a NPDES permit issued pursuant to Section 402 of the CWA, 33 U.S.C. § 1342. Section 402(a) of the Act, 33 U.S.C. § 1342(a), provides that the Administrator of EPA may issue permits under the NPDES program for the discharge of pollutants from point sources to waters of the United States. The discharges are subject to specific terms and conditions as prescribed in the permit.

EPA authorized the Maryland Department of the Environment (MDE) to issue NPDES permits within Maryland on September 5, 1974 under Section 402(b) of the CWA, 33 U.S.C. § 1342(b). MDE issued the MS4 General Permit, effective April 14, 2003 which was available for general permit coverage for all small MS4s that applied to MDE for coverage. Bowie obtained



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coverage for the Bowie MS4 on June 23, 2003. MDE administratively extended the MS4 General Permit, which continues to be in effect today.

As a result of the EPA investigation, EPA has identified the following violations of the MS4 General Permit: 1) failure to submit annual stormwater program reports; 2) failure to develop and implement all required procedures for the detection of illicit discharges; 3) failure to comply with all post construction stormwater management requirements; and 4) failure to comply with all pollution prevention and good housekeeping measures at all municipal operations. The specific dates of EPA's claims are included in the attached documents.

Enclosed are two administrative documents as part of the Bowie's opportunity to confer with EPA and negotiate an administrative resolution of this case: a proposed Administrative Order on Consent (AOC), which, if signed will address the violations alleged by EPA, and a proposed Consent Agreement and Final Order (CAFO), which proposes a \$48,000 civil penalty for the violations alleged by EPA.

If EPA were unilaterally pursuing an administrative action, it could propose a penalty pursuant to Section 309(g) of the Clean Water Act, 33 U.S.C. § 1319(a), of up to \$257,848. However, EPA is providing you with an opportunity to confer with EPA and reach a negotiated resolution prior to the filing of a formal administrative complaint based on the two enclosed documents.

Bowie must respond to this letter in writing within **fourteen (14) calendar days** of receipt of this letter, if the City is interested in resolving this matter prior to the filing of a complaint, as described above. EPA is prepared to meet with Bowie's representatives to further discuss the violations, potential penalties and settlement. Prior to the close of that first meeting, EPA expects that Bowie will advise the Agency whether it is willing to make the required commitment to settle this case before litigation. In addition, a firm schedule for any continuing negotiations must be established prior to, or during, that first meeting and settlement negotiations resulting in a signed CAFO and AOC must be completed within **ninety (90) calendar days** of receipt of this letter. Any final settlement and CAFO will be subject to final approval by the Regional Administrator for EPA Region III or his designee.

Please note that to the extent there are ongoing violations of the MS4 General Permit, these violations should be corrected immediately. EPA specifically reserves the right to use any and all enforcement tools at its disposal to address past and/or ongoing violations at your facility regardless of any ongoing discussions in response to this Opportunity to Confer.

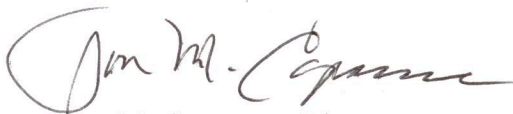
Please direct your written response as well as all questions and communications with respect to any matters addressed in this letter to the attorney assigned to represent EPA:

Robert J. Smolski (3RC20)
Senior Assistant Regional Counsel
Office of Regional Counsel
U.S. Environmental Protection Agency, Region III
1650 Arch Street
Philadelphia, PA 19103

Tel: (215) 814-2691
smolski.robert@epa.gov

You are strongly encouraged to give this matter your full consideration. Should Bowie and EPA fail to reach a settlement agreement in this matter, EPA reserves the right to seek the maximum allowable penalty at law in litigation.

Sincerely,

A handwritten signature in dark ink, appearing to read "Jon M. Capacasa". The signature is fluid and cursive, with a large initial "J" and "M".

Jon M. Capacasa, Director
Water Protection Division

Enclosure

cc: George J. Stephanos, P.E.
Director, Public Works
City of Bowie
15901 Excalibur Road
Bowie, Maryland 20716

Raymond Bahr, Chief
Program Review Division
Maryland Department of the Environment
1800 Washington Boulevard
Baltimore, Maryland 21230

Robert J. Smolski (EPA)

Joy M. Gillespie (EPA)

**BEFORE THE UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION III
1650 Arch Street
Philadelphia, Pennsylvania 19103-2029**

In the Matter of:

City of Bowie
15901 Excalibur Road
Bowie, Maryland 20716

Respondent.

**ADMINISTRATIVE ORDER
ON CONSENT**

Docket No. CWA-03-2016- 0XXDN

I. STATUTORY AND REGULATORY BACKGROUND

1. EPA has made the following findings of fact and issues this Administrative Order on Consent (Consent Order) pursuant to the authority vested in the Administrator of the United States Environmental Protection Agency (EPA) under Section 309(a) of the Clean Water Act (CWA or Act), 33 U.S.C. § 1319(a). This authority has been delegated by the Administrator to the Regional Administrator of EPA Region III, and further delegated to the Director, Water Protection Division, Region III.

2. Section 309 of the Act, 33 U.S.C. § 1319(a), provides, *inter alia*, that whenever on the basis of any information available to him the Administrator finds that any person is in violation of any permit condition or limitation implementing certain CWA sections in a permit issued under Section 402 of the Act, 33 U.S.C. § 1342, he shall issue an Order requiring such person to comply with such section or requirement.

3. Section 301(a) of the Act, 33 U.S.C. § 1311(a), prohibits the discharge of any pollutant (other than dredged or fill material) from a point source into waters of the United States except in compliance with a permit issued pursuant to the National Pollutant Discharge Elimination System ("NPDES") program under Section 402 of the Act, 33 U.S.C. § 1342.

4. Section 402(a) of the Act, 33 U.S.C. § 1342(a), provides that the Administrator of EPA may issue permits under the NPDES program for the discharge of pollutants from point sources to waters of the United States. The discharges are subject to specific terms and conditions as prescribed in the permit. Section 402(b) of the Act provides for the authorization of state programs to issue NPDES permits.

5. “Discharge of a pollutant” includes “any addition of any pollutant or combination of pollutants to waters of the United States from any point source.” 40 C.F.R. § 122.2.

6. “Storm water” is defined as “storm water runoff, snow melt runoff and surface runoff and drainage.” 40 C.F.R. § 122.26(b)(13).

7. The term “municipal separate storm sewer system” (“MS4”) includes, “a conveyance or system of conveyances (including roads with drainage systems, municipal streets, catch basins, curbs, gutters, ditches, manmade channels, or storm drains) owned or operated by a State, city, town, borough, county, parish, district, association, or other public body (created by or pursuant to State law) having jurisdiction over disposal of sewage, industrial wastes, storm water, or other wastes, including special districts under State law such as a sewer district, flood control district or drainage district, or similar entity, or an Indian tribe or an authorized Indian tribal organization, or a designated and approved management agency under section 208 of the CWA that discharges to waters of the United States.” 40 C.F.R. § 122.26(b)(8)(i).

8. The term “small municipal separate storm sewer system” or “small MS4” means “all separate storm sewers that are: (i) Owned or operated by the United States, a State, city, town, borough . . . or other public body (created by or pursuant to State law) having jurisdiction over disposal of . . . storm water. . . ; [and] (ii) Not defined as ‘large’ or ‘medium’ municipal separate storm sewer systems.” 40 C.F.R. § 122.26(b)(16).

9. Small MS4s are regulated pursuant to Section 402(p) of the Act, 33 U.S.C. § 1342(p) and the regulations promulgated thereunder. Pursuant to 40 C.F.R. § 122.26(a)(9)(i), small MS4s require an NPDES permit if they are required to be regulated pursuant to 40 C.F.R. § 122.32.

II. FINDINGS OF FACT, JURISDICTIONAL ALLEGATIONS AND CONCLUSIONS OF LAW

10. The City of Bowie, Maryland (“Bowie” or “Respondent”) is a “municipality” within the meaning of Section 502(4) of the Act, 33 U.S.C. § 1362(4).

11. The City of Bowie is a “person” within the meaning of Section 502(5) of the Act, 33 U.S.C. § 1362(5).

12. At all times relevant to this Order, Respondent has owned and/or operated a MS4 as that term is defined in 40 C.F.R. § 122.26(b)(8).

13. Respondent's MS4 is located within the City of Bowie, Maryland (the Bowie MS4), which is an urbanized area as determined by the latest Decennial Census by the Bureau of the Census, and requires an NPDES permit to discharge storm water pursuant to 40 C.F.R. §122.32(a)(1).

14. The City of Bowie encompasses a total area of approximately 18.51 square miles. According to the 2010 Census, its population is estimated at 57,727 people.

15. The Bowie MS4 is a "small MS4" within the meaning of 40 C.F.R. §122.26(b)(16).

16. Respondent's MS4 discharges stormwater to the Patuxent River, which runs to the Chesapeake Bay. The Patuxent River and Chesapeake Bay are "waters of the United States" within the meaning of Section 502(7) of the Act, 33 U.S.C. § 1362(7) and 40 C.F.R. § 122.2.

17. Pursuant to Section 402(b) of the Act, 33 U.S.C. § 1342(b), EPA authorized the Maryland Department of the Environment ("MDE") to issue NPDES permits on September 5, 1974, and to issue general NPDES permits in 1991.

18. MDE issued NPDES "General Permit for Discharges from Small Municipal Separate Storm Sewer Systems," General Discharge Permit No. 03-IM-5500; General NPDES Permit No. MDR 055500 (hereinafter, "the MS4 General Permit"), effective April 14, 2003.

19. The MS4 Permit was scheduled by its terms to expire on April 14, 2008 but has been administratively extended by MDE.

20. In order to be eligible for general permit coverage, a regulated MS4 had to submit a Notice of Intent (NOI) to MDE.

21. The City of Bowie submitted a NOI to MDE and obtained coverage under the MS4 General Permit on June 23, 2003.

22. On June 9 and 10, 2015, duly-authorized EPA representatives and their contractors conducted an inspection of Respondent's MS4 program ("the 2015 MS4 Inspection").

23. On October 1, 2015, EPA prepared a final Clean Water Act Compliance Inspection Report for the City of Bowie, Maryland (EPA's Inspection Report).

24. Bowie received a copy of EPA's Inspection Report. Bowie submitted its response to EPA's Inspection Report to EPA on October 23, 2015.

25. Based upon the 2015 MS4 Inspection, EPA representatives identified the following violations of the MS4 General Permit and the CWA as described below.

Count 1: Failure to Submit Annual Stormwater Program Reports

26. Part V.C. of the MS4 General Permit ((Monitoring, Recordkeeping, Reporting And Program Review: Reporting) requires the permittee to submit an annual report to MDE which shall include, among other information, the permittee's compliance status with all permit conditions, an assessment of the appropriateness of the permittee's identified best management practices (BMPs), results of all collected stormwater information during the reporting period, and a summary of all the planned stormwater activities planned during the next annual reporting period.

27. At the time of the 2015 MS4 Inspection, Respondent had failed to submit any of the required annual stormwater program reports since 2004.

28. Respondent's failure to have submit any of the required annual stormwater program reports after 2004 is a violation of the MS4 General Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Count 2: Failure to Develop and Implement All Required Procedures for the Detection of Illicit Discharges

29. Part III. C. of the MS4 General Permit (Minimum Control Measures: Illicit Discharge Detection and Elimination) requires the permittee to develop, implement and maintain a program to identify and eliminate illicit storm drain system connections and non-stormwater discharges into the MS4. At a minimum, such a program shall include procedures to field screen storm drain outfalls on a consistent basis, inspection procedures for identifying the source of any suspected illicit discharges to the storm drain system, and enforcement and penalty procedures.

30. At the time of the 2015 MS4 Inspection, Bowie had not implemented and maintained all of the required procedures for illicit discharge detection and elimination. Bowie representatives stated that they performed annual inspections of stormwater ponds and performed inspections of all outfalls leading to streams every three years. However, Bowie did not have documentation of the triannual inspections of the outfalls, nor did it have written procedures concerning what actions were taken if the outfall inspections identified any illicit discharges. In addition, at the time of the 2015 MS4 inspection, EPA found that Bowie's map of all MS4 outfalls did not distinguish between City outfalls (which represented those outfalls included within the MS4) and privately owned outfalls, which would not be included as part of the City's MS4.

31. Respondent's failure to implement and maintain an illicit discharge detection and elimination program with all the required components is a violation of the MS4 General Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Count 3: Failure to Comply with All Post Construction Stormwater Management Requirements

32. Part III.E. of the MS4 General Permit (Minimum Control Measures: Post Construction Stormwater Management) requires the permittee to administer and maintain an effective stormwater management program for new development and redevelopment projects to ensure that new development and redevelopment runoff are properly managed. At a minimum, a local stormwater management program must have an MDE approved ordinance in place, planning and approval processes that address stormwater management for all appropriate land development projects, inspection and enforcement procedures that ensure proper construction and maintenance, and competent and adequately trained staff to perform all stormwater management functions. Part III.E. also requires that the permittee shall comply with all State and local laws and regulations relating to stormwater management.

33. Maryland State regulation COMAR 26.17.02.11 (Inspection and Maintenance) includes requirements for post construction stormwater management facility maintenance and routine inspections. Maintenance requirements established in this regulation shall be contained in all county and municipal ordinances and shall provide for inspection and maintenance. The owner shall perform or cause to be performed preventive maintenance of all completed ESD treatment practices and structural stormwater management measures to ensure proper functioning. The responsible agency of the county or municipality shall ensure preventive maintenance through inspection of all stormwater management systems. The inspection shall occur during the first year of operation and then at least once every 3 years after that.

34. At the time of the 2015 MS4 Inspection, Bowie representatives did not conduct inspections of all privately owned (commercial and residential) stormwater management facilities, but allowed the owners of privately owned facilities to self-certify compliance with post construction stormwater management requirements. During the 2015 MS4 Inspection, EPA inspectors and a Bowie inspector visited the Old Bowie Town Grille, a commercial facility, and observed that facility's stormwater bioretention swale. The EPA and City inspector found that the Bioretention swale did not conform to design specifications, that some erosion was present around the swale, and that a dumpster from the facility was overlapping the swale and included open drainage holes in the bottom of the dumpster.

35. At the time of the 2015 MS4 Inspection, a Bowie representative stated that the City did not provide training for staff to perform all stormwater management functions, nor could

the City document a formal stormwater management training plan that identified specific training course and training schedules for City employees.

36. Respondent's failure to administer and maintain a post construction stormwater management program with all the required elements is a violation of the MS4 General Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Count 4: Failure to Comply with All Pollution Prevention and Good Housekeeping Measures at All Municipal Operations

37. Part III.F. of the MS4 General Permit (Minimum Control Measures: Pollution Prevention and Good Housekeeping) requires the permittee to implement and maintain pollution prevention and good housekeeping techniques and procedures to reduce pollutants from all municipal operations. Components of this minimum control measure shall include municipal employee training materials to prevent and reduce pollutant discharges to the storm drain system, runoff controls geared toward fleet yard and building maintenance activities, and ensuring all municipally owned activities are properly permitted under NPDES or any other State or federal water pollution control program.

38. At the time of the 2015 MS4 Inspection, Bowie failed to have documentation of its techniques and procedures to reduce pollutants from municipal operations, and failed to have documentation of its employee training for pollution prevention and good housekeeping measures at municipal operations.

39. At the time of the 2015 MS4 Inspection, the EPA inspectors found that the two municipal facilities visited by EPA, the Public Works Facility and the Parks Maintenance Facility, were not permitted under Maryland's General Permit for Stormwater Discharges Associated with Industrial Activity (General Discharge Permit No. 12-SW). Both of these municipal facilities were being used for vehicle and equipment staging and maintenance as well as for storage and stockpiling of various materials.

40. At the time of the 2015 MS4 Inspection, EPA's inspectors observed violations of pollution prevention and good housekeeping measures at the two municipal facilities visited by EPA. At the Parks Maintenance Facility, the inspectors observed accumulated sediment near the opening of the curb outlet on the western side of the property as well as near curb cutout inlets for the bioretention facilities on the eastern side of the property, stormwater pooled at the outfall of the two bioretention facilities (with the outfall needing maintenance based on the fact that it was not draining properly), and that the facility's stormwater treatment devices were in need of maintenance. At the Public Works Facility, the inspectors observed a large amount of petroleum staining at the staging area behind the Streets Division storage bays, (which was being used for storing vehicles and equipment), pooled water at the entrance to the street sweeping barn,

migrated road sand beyond the cover of the storage barn, an unlabeled and uncovered bucket under one of the valves connected to a de-icing chemical tank, a catch basin on the south side of the facility which was clogged and in need of maintenance, and trash and debris in and around the stormwater management pond on the south side of the solid waste area.

41. Respondent's failure to implement and maintain pollution prevention and good housekeeping measures at its municipal operations is a violation of the MS4 General Permit and Section 301 of the Act, 33 U.S.C. § 1311.

III. ORDER

AND NOW, this _____ day of _____, 2016, pursuant to section 309(a) of the Act, 33 U.S.C. § 1319(a), having taken into account the seriousness of the violations and any good faith efforts by Respondent to comply with section 301(a) of the Act, Respondent is hereby ORDERED, pursuant to Section 309(a) to do the following within 30 days of the effective date of this Consent Order, unless otherwise stated:

42. Respondent shall take all actions necessary to comply with its MS4 Permit, including:

- a. Provide current practices and procedures for illicit discharge detection and elimination in a written format and provide an updated adopted ordinance and associated procedures.
- b. Provide an updated MS4 map(s) showing the entirety of the collection system (minus privately owned outfalls), being sure to clearly identify all municipally owned outfalls. Include procedures for updating the map(s).
- c. Provide documentation of employee trainings with regard to storm water pollution prevention and good housekeeping at the municipal facilities. Include a training summary or syllabus, an attendance list and the dates the training was provided. Or submit a plan for a future storm water pollution prevention and good housekeeping trainings including the fore mentioned elements.
- d. Submit a Notice of Intent to MDE to retain coverage for the City's two municipal industrial operations and ensure compliance with all permit conditions including a SWPPP.

43. All documents required by Paragraph 42 of this Consent Order shall be accompanied by a certification signed by a responsible municipal officer, as defined in 40 CFR § 122.22(d), that reads as follows:

I certify under penalty of law that this document and all attachments were prepared under my direction or supervision in accordance with a system designed to assure that qualified personnel properly gather and evaluate the information submitted. Based on my inquiry of the person or persons who manage the system, or those persons directly responsible for gathering the information, the

information submitted is, to the best of my knowledge and belief, true, accurate, and complete. I am aware that there are significant penalties for submitting false information, including the possibility of fine and imprisonment for knowing violations.

Signed _____
Title _____

All required documents shall be submitted to:

Joy Gillespie
Enforcement Officer
NPDES Enforcement Branch
Mail Code (3WP42)
U.S. EPA, Region III
1650 Arch Street
Philadelphia, PA 19103-2029

IV. GENERAL PROVISIONS

44. Issuance of this Consent Order is intended to address the violations described herein. EPA reserves the right to commence action against any person, including Respondent, in response to any condition which EPA determines may present an imminent and substantial endangerment to the public health, public welfare, or the environment. Further, EPA reserves any existing rights and remedies available to it under the CWA, 33 U.S.C. §1311, et seq., the regulations promulgated thereunder, and any other federal laws or regulations for which EPA has jurisdiction. Further, EPA reserves any rights and remedies available to it under the CWA, the regulations promulgated thereunder, and any other federal laws or regulations for which EPA has jurisdiction, to enforce the provisions of this Order, following its effective date (as defined below).

45. This Consent Order does not constitute a waiver or modification of the terms or conditions of the Respondent's MS4 permit. Compliance with the terms and conditions of this Consent Order does not relieve the Respondent of its obligations to comply with any applicable federal, state, or local law or regulation.

46. For the purposes of this proceeding, the Respondent neither admits nor denies the factual allegations and conclusions of law set forth in this Consent Order.

47. Respondent waives any and all remedies, claims for relief and otherwise available

rights to judicial or administrative review that Respondent may have with respect to any issue of fact or law set forth in this Consent Order, including any right of judicial review pursuant to Chapter 7 of the Administrative Procedure Act, 5 U.S.C. §§ 701-706.

48. By entering into this Consent Order, the Respondent does not admit any liability for the civil claims alleged herein.

V. EFFECTIVE DATE

This ORDER is effective after receipt by Respondent of a fully executed document.

SO ORDERED:

Date: _____

Jon Capacasa
Director, Water Protection Division
U.S. EPA Region III

AGREED TO:

For the City of Bowie:

Date: _____

XXX

Mayor, City of Bowie

Philadelphia, Pennsylvania 19103-2029

Proceeding to Assess Class I Administrative Penalty Under Section 309(g) of the Clean Water Act

Docket No. CWA-03-2017-00XX

CONSENT AGREEMENT AND FINAL ORDER

I. STATUTORY AND REGULATORY BACKGROUND

2. This Consent Agreement is entered into by the Complainant and the City of Bowie ("Respondent"), pursuant to Section 309(g) of the CWA and the Consolidated Rules of Practice Governing the Administrative Assessment of Civil Penalties and the Revocation, Termination or Suspension of Permits ("Consolidated Rules"), 40 C.F.R. Part 22,

4. Section 309(g)(2)(B) of the Clean Water Act, 33 U.S.C. § 1319(g)(2)(B), authorizes the assessment of administrative penalties against any person who violates any

NPDES permit condition or limitation in an amount not to exceed \$10,000 per day for each day of violation, up to a total penalty amount of \$125,000.

5. Pursuant to the Civil Monetary Penalty Inflation Adjustment Rule, 40 C.F.R. Part 19, and Section 309(g)(2)(A) and (B) of the Act, 33 U.S.C. § 1319(g)(2)(A) and (B), any person who has violated any NPDES permit condition or limitation is liable for an administrative penalty not to exceed \$20,628 per day for each day of violation, up to a total penalty amount of \$257,848 per proceeding.

6. Pursuant to Section 309(g)(4)(A) of the Act, 33 U.S.C. § 1319(g)(4)(A), and 40 C.F.R. § 22.45(b), EPA is providing public notice and an opportunity to comment on the Consent Agreement prior to issuing the Final Order. In addition, pursuant to Section 309(g)(1)(A), EPA has consulted with the Maryland Department of the Environment (“MDE”) regarding this action, and will mail a copy of this document to the appropriate MDE official.

7. Section 301(a) of the Act, 33 U.S.C. § 1311(a), prohibits the discharge of any pollutant (other than dredged or fill material) from a point source into waters of the United States except in compliance with a permit issued pursuant to the National Pollutant Discharge Elimination System (“NPDES”) program under Section 402 of the Act, 33 U.S.C. § 1342.

8. Section 402(a) of the Act, 33 U.S.C. § 1342(a), provides that the Administrator of EPA may issue permits under the NPDES program for the discharge of pollutants from point sources to waters of the United States. The discharges are subject to specific terms and conditions as prescribed in the permit. Section 402(b) of the Act provides for the authorization of state programs to issue NPDES permits.

9. “Discharge of a pollutant” includes “any addition of any pollutant or combination of pollutants to waters of the United States from any point source.” 40 C.F.R. § 122.2.

10. “Storm water” is defined as “storm water runoff, snow melt runoff and surface runoff and drainage.” 40 C.F.R. § 122.26(b)(13).

11. The term “municipal separate storm sewer system” (“MS4”) includes, “a conveyance or system of conveyances (including roads with drainage systems, municipal streets, catch basins, curbs, gutters, ditches, manmade channels, or storm drains) owned or operated by a State, city, town, borough, county, parish, district, association, or other public body (created by or pursuant to State law) having jurisdiction over disposal of sewage, industrial wastes, storm water, or other wastes, including special districts under State law such as a sewer district, flood control district or drainage district, or similar entity, or an Indian tribe or an authorized Indian tribal organization, or a designated and approved management agency under section 208 of the CWA that discharges to waters of the United States.” 40 C.F.R. § 122.26(b)(8)(i).

12. The term “small municipal separate storm sewer system” or “small MS4” means “all separate storm sewers that are: (i) Owned or operated by the United States, a State, city, town, borough . . . or other public body (created by or pursuant to State law) having jurisdiction over disposal of . . . storm water. . . .; [and] (ii) Not defined as ‘large’ or ‘medium’ municipal separate storm sewer systems.” 40 C.F.R. § 122.26(b)(16).

13. Small MS4s are regulated pursuant to Section 402(p) of the Act, 33 U.S.C. § 1342(p) and the regulations promulgated thereunder. Pursuant to 40 C.F.R. §122.26(a)(9)(i), small MS4s require an NPDES permit if they are required to be regulated pursuant to 40 C.F.R. § 122.32.

II. FINDINGS OF FACT, JURISDICTIONAL ALLEGATIONS AND CONCLUSIONS OF LAW

14. The City of Bowie, Maryland (“Bowie” or “Respondent”) is a “municipality” within the meaning of Section 502(4) of the Act, 33 U.S.C. § 1362(4).

15. The City of Bowie is a “person” within the meaning of Section 502(5) of the Act, 33 U.S.C. § 1362(5).

16. At all times relevant to this Order, Respondent has owned and/or operated a MS4 as that term is defined in 40 C.F.R. § 122.26(b)(8).

17. Respondent’s MS4 is located within the City of Bowie, Maryland (the Bowie MS4), which is an urbanized area as determined by the latest Decennial Census by the Bureau of the Census, and requires an NPDES permit to discharge storm water pursuant to 40 C.F.R. §122.32(a)(1).

18. The City of Bowie encompasses a total area of approximately 18.51 square miles. According to the 2010 Census, its population is estimated at 57,727 people.

19. The Bowie MS4 is a “small MS4” within the meaning of 40 C.F.R. §122.26(b)(16).

20. Respondent’s MS4 discharges stormwater to the Patuxent River, which runs to the Chesapeake Bay. The Patuxent River and Chesapeake Bay are “waters of the United States” within the meaning of Section 502(7) of the Act, 33 U.S.C. § 1362(7) and 40 C.F.R. § 122.2.

21. Pursuant to Section 402(b) of the Act, 33 U.S.C. § 1342(b), EPA authorized the MDE to issue NPDES permits on September 5, 1974, and to issue general NPDES permits in 1991.

22. MDE issued NPDES "General Permit for Discharges from Small Municipal Separate Storm Sewer Systems," General Discharge Permit No. 03-IM-5500; General NPDES Permit No. MDR 055500 (hereinafter, "the MS4 General Permit"), effective April 14, 2003.

23. The MS4 Permit was scheduled by its terms to expire on April 14, 2008 but has been administratively extended by MDE.

24. In order to be eligible for general permit coverage, a regulated MS4 had to submit a Notice of Intent (NOI) to MDE.

25. The City of Bowie submitted a NOI to MDE and obtained coverage under the MS4 General Permit on June 23, 2003.

26. On June 9 and 10, 2015, duly-authorized EPA representatives and their contractors conducted an inspection of Respondent's MS4 program ("the 2015 MS4 Inspection").

27. On October 1, 2015, EPA prepared a final Clean Water Act Compliance Inspection Report for the City of Bowie, Maryland (EPA's Inspection Report).

28. Bowie received a copy of EPA's Inspection Report. Bowie submitted its response to EPA's Inspection Report to EPA on October 23, 2015.

29. Based upon the 2015 MS4 Inspection, EPA representatives identified the following violations of the MS4 General Permit and the CWA as described below.

Count 1: Failure to Submit Annual Stormwater Program Reports

30. Part V.C. of the MS4 General Permit ((Monitoring, Recordkeeping, Reporting And Program Review: Reporting) requires the permittee to submit an annual report to MDE which shall include, among other information, the permittee's compliance status with all permit conditions, an assessment of the appropriateness of the permittee's identified best management practices (BMPs), results of all collected stormwater information during the reporting period, and a summary of all the planned stormwater activities planned during the next annual reporting period.

31. At the time of the 2015 MS4 Inspection, Respondent had failed to submit any of the required annual stormwater program reports since 2004.

32. Respondent's failure to have submit any of the required annual stormwater program reports after 2004 is a violation of the MS4 General Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Count 2: Failure to Develop and Implement All Required Procedures for the Detection of Illicit Discharges

33. Part III. C. of the MS4 General Permit (Minimum Control Measures: Illicit Discharge Detection and Elimination) requires the permittee to develop, implement and maintain a program to identify and eliminate illicit storm drain system connections and non-stormwater discharges into the MS4. At a minimum, such a program shall include procedures to field screen storm drain outfalls on a consistent basis, inspection procedures for identifying the source of any suspected illicit discharges to the storm drain system, and enforcement and penalty procedures.

34. At the time of the 2015 MS4 Inspection, Bowie had not implemented and maintained all of the required procedures for illicit discharge detection and elimination. Bowie representatives stated that they performed annual inspections of stormwater ponds and performed inspections of all outfalls leading to streams every three years. However, Bowie did not have documentation of the triannual inspections of the outfalls, nor did it have written procedures concerning what actions were taken if the outfall inspections identified any illicit discharges. In addition, at the time of the 2015 MS4 inspection, EPA found that Bowie's map of all MS4 outfalls did not distinguish between City outfalls (which represented those outfalls included within the MS4) and privately owned outfalls, which would not be included as part of the City's MS4.

35. Respondent's failure to implement and maintain an illicit discharge detection and elimination program with all the required components is a violation of the MS4 General Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Count 3: Failure to Comply with All Post Construction Stormwater Management Requirements

36. Part III.E. of the MS4 General Permit (Minimum Control Measures: Post Construction Stormwater Management) requires the permittee to administer and maintain an effective stormwater management program for new development and redevelopment projects to ensure that new development and redevelopment runoff are properly managed. At a minimum, a local stormwater management program must have an MDE approved ordinance in place, planning and approval processes that address stormwater management for all appropriate land development projects, inspection and enforcement procedures that ensure proper construction and maintenance, and competent and adequately trained staff to perform all stormwater management functions. Part III.E. also requires that the permittee shall comply with all State and local laws and regulations relating to stormwater management.

37. Maryland State regulation COMAR 26.17.02.11 (Inspection and Maintenance) includes requirements for post construction stormwater management facility maintenance and routine inspections: Maintenance requirements established in this regulation shall be contained in all county and municipal ordinances and shall provide for inspection and maintenance. The owner shall perform or cause to be performed preventive maintenance of all completed ESD treatment practices and structural stormwater management measures to ensure proper functioning. The responsible agency of the county or municipality

shall ensure preventive maintenance through inspection of all stormwater management systems. The inspection shall occur during the first year of operation and then at least once every 3 years after that.

38. At the time of the 2015 MS4 Inspection, Bowie representatives did not conduct inspections of all privately owned (commercial and residential) stormwater management facilities, but allowed the owners of privately owned facilities to self-certify compliance with post construction stormwater management requirements. During the 2015 MS4 Inspection, EPA inspectors and a Bowie inspector visited the Old Bowie Town Grille, a commercial facility, and observed that facility's stormwater bioretention swale. The EPA and City inspector found that the Bioretention swale did not conform to design specifications, that some erosion was present around the swale, and that a dumpster from the facility was overlapping the swale and included open drainage holes in the bottom of the dumpster.

39. At the time of the 2015 MS4 Inspection, a Bowie representative stated that the City did not provide training for staff to perform all stormwater management functions, nor could the City document a formal stormwater management training plan that identified specific training course and training schedules for City employees.

40. Respondent's failure to administer and maintain a post construction stormwater management program with all the required elements is a violation of the MS4 General Permit and Section 301 of the Act, 33 U.S.C. § 1311.

Count 4: Failure to Comply with All Pollution Prevention and Good Housekeeping Measures at All Municipal Operations

41. Part III.F. of the MS4 General Permit (Minimum Control Measures: Pollution Prevention and Good Housekeeping) requires the permittee to implement and maintain pollution prevention and good housekeeping techniques and procedures to reduce pollutants from all municipal operations. Components of this minimum control measure shall include municipal employee training materials to prevent and reduce pollutant discharges to the storm drain system, runoff controls geared toward fleet yard and building maintenance activities, and ensuring all municipally owned activities are properly permitted under NPDES or any other State or federal water pollution control program.

42. At the time of the 2015 MS4 Inspection, Bowie failed to have documentation of its techniques and procedures to reduce pollutants from municipal operations, and failed to have documentation of its employee training for pollution prevention and good housekeeping measures at municipal operations.

43. At the time of the 2015 MS4 Inspection, the EPA inspectors found that the two municipal facilities visited by EPA, the Public Works Facility and the Parks Maintenance Facility, were not permitted under Maryland's General Permit for Stormwater Discharges Associated with Industrial Activity (General Discharge Permit No. 12-SW). Both of these

municipal facilities were being used for vehicle and equipment staging and maintenance as well as for storage and stockpiling of various materials.

44. At the time of the 2015 MS4 Inspection, EPA's inspectors observed violations of pollution prevention and good housekeeping measures at the two municipal facilities visited by EPA. At the Parks Maintenance Facility, the inspectors observed accumulated sediment near the opening of the curb outlet on the western side of the property as well as near curb cutout inlets for the bioretention facilities on the eastern side of the property, stormwater pooled at the outfall of the two bioretention facilities (with the outfall needing maintenance based on the fact that it was not draining properly), and that the facility's stormwater treatment devices were in need of maintenance. At the Public Works Facility, the inspectors observed a large amount of petroleum staining at the staging area behind the Streets Division storage bays, (which was being used for storing vehicles and equipment), pooled water at the entrance to the street sweeping barn, migrated road sand beyond the cover of the storage barn, an unlabeled and uncovered bucket under one of the valves connected to a de-icing chemical tank, a catch basin on the south side of the facility which was clogged and in need of maintenance, and trash and debris in and around the stormwater management pond on the south side of the solid waste area.

45. Respondent's failure to implement and maintain pollution prevention and good housekeeping measures at its municipal operations is a violation of the MS4 General Permit and Section 301 of the Act, 33 U.S.C. § 1311.

III. GENERAL PROVISIONS

46. For the purpose of this proceeding, Respondent admits the jurisdictional allegations set forth in this CAFO.

47. Respondent neither admits nor denies the Allegations of Fact set forth in this CAFO.

48. Respondent waives any defenses it might have as to jurisdiction and venue, its right to contest the allegations through hearing or otherwise; and its right to appeal the proposed final order accompanying the Consent Agreement.

49. Respondent agrees not to contest EPA's jurisdiction to issue and enforce this CAFO.

50. Respondent hereby expressly waives its right to a hearing on any issue of law or fact in this matter and consents to issuance of this CAFO without adjudication.

51. Respondent shall bear its own costs and attorney fees.

52. The provisions of this CAFO shall be binding upon the Respondent, its officers, principals, directors, successors and assigns.

53. The parties agree that settlement of this matter prior to the initiation of litigation is in the public interest and that entry of this CAFO is the most appropriate means of resolving this matter.

IV. CIVIL PENALTY

54. In full and final settlement of the Complainant's claims for civil penalties for the alleged violations identified herein, Respondent consents to the assessment of, and agrees to pay, in accordance with the terms set forth herein, the total administrative civil penalty of forty eight thousand dollars (\$48,000) within thirty (30) days of the effective date of this CAFO pursuant to 40 C.F.R. § 22.31(c).

55. The civil penalty amount set forth in Paragraph 54, above, is based on a number of factors, including the nature, circumstances, extent and gravity of the violation(s), Respondent's ability to pay, prior history of compliance, degree of culpability, economic benefit or savings resulting from the violations, and such other matters as justice may require pursuant to the authority of Section 309(g) of the Act, 33 U.S.C. § 1319(g).

56. Respondent shall pay the civil penalty amount described in Paragraph 54, above, plus any interest, administrative fees, and late payment penalties owed, in accordance with Paragraphs 56 through 59, below, by either cashier's check, certified check, or electronic wire transfer, in the following manner:

- a. All payments by Respondent shall reference Respondent's name and address, and the Docket Number of this action;
- b. All checks shall be made payable to "**United States Treasury**";
- c. All payments made by check and sent by regular mail shall be addressed to:

U.S. Environmental Protection Agency
Cincinnati Finance Center
P.O. Box 979077
St. Louis, MO 63197-9000

Primary Contact: Craig Steffen, (513) 487-2091
Secondary Contact: Molly Williams, (513) 487-2076

- d. All payments made by check and sent by overnight delivery service shall be addressed for delivery to:

U.S. Environmental Protection Agency
Cincinnati Finance Center
P.O. Box 979077
1005 Convention Plaza
SL-MO-C2-GL
St. Louis, MO 63101

Primary Contact: Craig Steffen, (513) 487-2091
Secondary Contact: Molly Williams, (513) 487-2076

- e. All payments made by check in any currency drawn on banks with no USA branches shall be addressed for delivery to:

Cincinnati Finance
US EPA, MS-NWD
26 W. M.L. King Drive
Cincinnati, OH 45268-0001

- f. All payments made by electronic wire transfer shall be directed to:

Federal Reserve Bank of New York
ABA: 021030004
Account Number: 68010727
SWIFT address: FRNYUS33
33 Liberty Street
New York, NY 10045

Field Tag 4200 of the Fedwire message should read:
“D 68010727 Environmental Protection Agency”

- g. All electronic payments made through the Automated Clearinghouse (ACH), also known as Remittance Express (REX), shall be directed to:

US Treasury REX / Cashlink ACH Receiver
ABA: 051036706
Account Number: 310006, Environmental Protection Agency
CTX Format Transaction Code 22 - Checking

Physical location of U.S. Treasury facility:
5700 Rivertech Court

Riverdale, MD 20737

Contact: John Schmid, (202) 874-7026
Remittance Express (REX): (866) 234-5681

h. On-Line Payment Option:

WWW.PAY.GOV/paygov/

Enter **sfo 1.1** in the search field. Open and complete the form.

i. Additional payment guidance is available at:

<http://www2.epa.gov/financial/makepayment>

j. Payment by Respondent shall reference Respondent's name and address, and the EPA Docket Number of this CAFO.

A copy of Respondent's check or a copy of Respondent's electronic fund transfer shall be sent simultaneously to:

Robert J. Smolski
Senior Assistant Regional Counsel
U.S. EPA, Region III (3RC20)
1650 Arch Street
Philadelphia, PA 19103-2029

and

Ms. Lydia Guy
Regional Hearing Clerk
U.S. EPA, Region III (3RC00)
1650 Arch Street
Philadelphia, PA 19103-2029

57. Pursuant to 31 U.S.C. § 3717 and 40 C.F.R. § 13.11, EPA is entitled to assess interest and late payment penalties on outstanding debts owed to the United States and a charge to cover the costs of processing and handling a delinquent claim, as more fully described below. Accordingly, Respondent's failure to make timely payment as specified herein shall result in the assessment of late payment charges including interest, penalties, and/or administrative costs of handling delinquent debts.

58. Interest on the civil penalty assessed in this CAFO will begin to accrue on the date that a true and correct copy of this CAFO is mailed or hand-delivered to Respondent. However, EPA will not seek to recover interest on any amount of the civil penalty that is paid within thirty (30) calendar days after the date on which such interest begins to accrue. Interest will be assessed at the rate of the United States Treasury tax and loan rate in accordance with 40 C.F.R. § 13.11(a).

59. The costs of the Agency's administrative handling of overdue debts will be charged and assessed monthly throughout the period a debt is overdue. 40 C.F.R. § 13.11(b). Pursuant to Appendix 2 of EPA's *Resources Management Directives - Cash Management*, Chapter 9, EPA will assess a \$15.00 administrative handling charge for administrative costs on unpaid penalties for the first thirty (30) day period after the payment is due and an additional \$15.00 for each subsequent thirty (30) days the penalty remains unpaid.

60. A late payment penalty of six percent per year will be assessed monthly on any portion of the civil penalty that remains delinquent more than ninety (90) calendar days. 40 C.F.R. § 13.11(c). Should assessment of the penalty charge on the debt be required, it shall accrue from the first day payment is delinquent. 31 C.F.R. § 901.9(d).

61. The penalty specified in Paragraph 54 shall represent civil penalties assessed by EPA and shall not be deductible for purposes of Federal taxes.

V. APPLICABLE LAWS

62. This CAFO shall not relieve Respondent of its obligation to comply with all applicable provisions of federal, state or local law and ordinance, nor shall it be construed to be a ruling on, or determination of, any issue related to any federal, state or local permit. Nor does this CAFO constitute a waiver, suspension or modification of the requirements of the CWA, 33 U.S.C. §§ 1251 *et seq.*, or any regulations promulgated thereunder.

VI. RESERVATION OF RIGHTS

63. This CAFO resolves only the civil claims for the specific violations alleged herein. EPA reserves the right to commence action against any person, including Respondent, in response to any condition which EPA determines may present and imminent and substantial endangerment to the public health, public welfare, or the environment. In addition, this settlement is subject to all limitations on the scope of resolution and to the reservation of rights set forth in Section 22.18(c) of the Consolidated Rules of Practice. Further, EPA reserves any rights and remedies available to it under the Clean Water Act, 33 U.S.C. § 301 *et seq.*, the regulations promulgated thereunder, and any other federal laws or regulations for which EPA has jurisdiction, to enforce the provisions of this CAFO, following its filing with the Regional Hearing Clerk.

64. Entry of this CAFO is a final settlement of all violations alleged in this CAFO. EPA shall have the right to institute a new and separate action to recover additional civil penalties for the claims made in this CAFO, if EPA obtains evidence that the information and/or representations of the Respondent are false, or, in any material respect, inaccurate. This right shall

be in addition to all other rights and causes of action, civil or criminal, EPA may have under law or equity in such event.

VII. FULL AND FINAL SATISFACTION

65. This settlement shall constitute full and final satisfaction of all civil claims for penalties which Complainant has under Section 309(g) of the CWA, 33 U.S.C. § 1319(g), for the violations alleged in this CAFO. Compliance with the requirements and provisions of this CAFO shall not be a defense to any action commenced at any time for any other violation of the federal laws and/or regulations administered by EPA.

VIII. PARTIES BOUND

66. This CAFO shall apply to and be binding upon the EPA, Respondent and Respondent's officers, employees, agents, successors and assigns. The undersigned representative of Respondent certifies that he or she is fully authorized by the party represented to enter into the terms and conditions of this CAFO and to execute and legally bind that party to it.

IX. EFFECTIVE DATE

67. Pursuant to 40 C.F.R. § 22.45(b), this CAFO shall be issued after a 40-day public notice period is concluded. This CAFO will become final and effective thirty (30) days after it is filed with the Regional Hearing Clerk, pursuant to Section 309(g)(5) of the Act, 33 U.S.C. § 1319(g)(5), or after a public notice and comment process pursuant to 40 C.F.R. § 22.45(b) and (c) is concluded.

X. ENTIRE AGREEMENT

68. This CAFO constitutes the entire agreement and understanding of the parties concerning settlement of the above-captioned action and there are no representations, warranties, covenants, terms or conditions agreed upon between the parties other than those expressed in this CAFO.

XI. FINAL ORDER

FOR RESPONDENT,

CITY OF BOWIE:

Date: _____

xx

Mayor, City of Bowie

FOR THE U.S. ENVIRONMENTAL PROTECTION AGENCY

SO ORDERED, pursuant to 33 U.S.C. 1319(g), and 40 C.F.R. Part 22,

This _____ day of _____, 2016

Date: _____

Jon M. Capacasa, Director
Water Protection Division

